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NAPA RECOMMENDATIONS

CHAPTER 3: HIRING AND KEEPING THE BEST PERSONNEL

CHANGING AUTHORIZATION LEVELS

Recommendation 1 If cuts must be made for overriding political considerations, then the Panel recommends that the intelligence committees of the Congress and the President realign the agencies' workloads to be consistent with the new staffing levels. []

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Response: The Community Personnel Coordinating Committee (CPCC) determined that the ability to realign the workloads of each Intelligence Community agency when budgetary considerations require reduced staffing levels are difficult at best. Workloads are not determined by budgetary considerations alone; current requirements, priorities, and nature of intelligence activity (e.g., labor intensive or not) are also key. The CPCC suggested that individual agencies could develop long-range mission strategies that identify missions/functions to be dropped if manpower cuts were necessary. []

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VARYING SUCCESS FOR CRITICAL SKILL RECRUITING

Recommendation 2 The Panel recommends that the Department of State create incentives to make service in the Bureau of Intelligence and Research (INR) more career enhancing for foreign service officers. []

25X1

Response: The Department of State/INR is developing a program for new political officers to give them an appreciation for intelligence matters. This program includes exposure to INR functions, intelligence training, and cryptologic indoctrination seminars. By helping foreign service officers understand the worth of intelligence, it is hoped that their receptivity to a rotation in INR will be heightened. []

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Recommendation 3 The Panel recommends that Congress grant the FBI personnel flexibility comparable to that provided the military department intelligence components. Since FBI personnel move in and out of counterintelligence work, and there is not an identifiable group of intelligence staff, the Panel recommends that such authority be provided for the entire Bureau. []

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Response: Legislation has been drafted by the FBI and provided to the Department of Justice for review. []

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CONTINUING DIFFICULTY PREDICTED

Recommendation 4 The Panel recommends that Congress consider establishing (education) grants that would require recipients to work in public service, or specifically the Intelligence Community, for a given time period after receiving an advanced degree (similar to grants designed to encourage more students to become teachers in the 1960s and 1970s). [REDACTED]

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Response: While the CPCC agrees with the intent of the recommendation to underwrite the cost of education for individuals whose skills are needed by the Community, it is concerned that Congressional grants may be distributed to schools or individuals that may not meet the knowledge and security requirements of the Intelligence Community. The Working Group believes Recommendation #14 would better address this need. In addition, the implications of recent legislation on the ability to implement this recommendation must be assessed--specifically, Public Law 100-456, restricting statutory earmarking of research funds for specific colleges and universities and Senate Bill S1071, amending Title 5 U.S.C. Chapter 53 to authorize the repayment of student loans as an incentive for recruiting and retaining federal employees. [REDACTED]

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MILITARY INTELLIGENCE HIRING

Recommendation 5 The Panel recommends that the military departments pay careful attention to CIPMS implementation and that it be implemented with all deliberate speed. [REDACTED]

25X1

Response: This is a high-priority matter for the Department of Defense. Implementation has been accomplished in Navy and selected parts of the Air Force and Army. By the beginning of FY 1990, approximately 6,000 employees will have been converted to CIPMS. When full implementation is accomplished on a phased approach during FY 1990, 11,000 employees will have been converted to the new excepted service personnel system. [REDACTED]

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Recommendation 6 The Panel recommends that the head of each intelligence agency be authorized to issue a dual compensation waiver for a limited number of (retired military) individuals, designated for specific positions of critical importance to the agency. [REDACTED]

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Response: The CPCC supports this recommendation and has included it in the Personnel Action Plan as a short-term initiative. [REDACTED]

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RECRUITMENT COORDINATION

Recommendation 7 Rather than force these applicants (who are not hired), many of whom have passed security clearance procedures, to go through another agency's full application process, the NAPA Panel recommends that the intelligence agencies seek ways to increase coordination of entry-level recruitment. [REDACTED]

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Response: Through the interagency mechanism established during the NAPA study process, Community agencies have begun to coordinate the exchange of applicant information with the express permission of and/or request from the applicant. For example, DIA recently shared approximately 60 applicants that successfully met initial security requirements with the CIA. DIA informed the applicants that it was not in a hiring position but that CIA was interested in employees in their field; the applicants were given a specific CIA contact to call if interested. The NSA also expects to have entry-level applicants to share with interested Community agencies later this summer. []

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PERSONNEL SECURITY

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Recommendation 8 The Panel recommends that the Intelligence Community agencies take innovative action--such as that reflected by NSA's Limited Interim Clearances. The Panel also recommends that agencies examine their (personnel security) processing times and determine the reasons for the time frames, whether internal or external, and take corrective actions. []

Response: A number of Intelligence Community agencies have begun initiatives in this area. DIA intends to provide interim clearances, in a limited number of situations, as suggested by NAPA. Intelligence Community agencies are also examining ways to expedite their personnel security procedures. For example, the FBI is in the process of establishing a separate office for background investigations that will assess employment suitability for the entire Bureau; previously, this function was scattered among five divisions. The centralization of this function will streamline processing times and contribute to a uniform approach. The CIA has also begun to perform polygraphs at the beginning of a security investigation rather than at the end in order to make better use of the considerable resources required in the investigation process. []

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Recommendation 9 The Panel believes the clearance delays for these (military) departments must be reduced. To the extent that the time frame is largely due to processing in the Defense Investigative Service (DIS), the Panel recommends that the Intelligence Community agencies should work together with that service to address these issues. []

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Response: This recommendation affects only those Department of Defense components whose background investigations are conducted by the DIS. The CPCC will work with DIS to support necessary investigator staffing levels to improve the situation. []

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RETAINING TALENTED STAFF

Recommendation 10 The Panel recommends that DIA, the FBI, and the military department intelligence components closely monitor their attrition rates, and take appropriate actions to ensure that they do not continue to rise. Further, the Panel recommends that the Department of State examine the Civil Service turnover rates in INR, with a goal of creating a planned process of employee reassignment.

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Response: Since attrition is caused by different factors in different agencies, the CPCC will request that each agency develop a data base on causes of attrition by discipline. With this information, agencies can then take action on the specific causes. The data base should include information from exit interviews. With regard to INR, procedures are now being developed to address the civil service turnover issue.

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CHAPTER FOUR: INVESTING IN THE INTELLIGENCE COMMUNITY WORK FORCE

TRAINING FOR MISSION ACCOMPLISHMENT

Recommendation 11 The Panel recommends that all intelligence agencies develop a systematic process for examining the extent to which current training efforts will be sufficient for longer term needs. Such a more formal training needs assessment will be crucial to adapting agency programs to future workload and changing work force demands. This is especially necessary in INR where there is only the beginning of a formal intelligence training program for Civil Service or Foreign Service employees. []

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Response: The Intelligence Community Training Director's Group is in the process of examining this issue, as are individual agencies themselves. For example, in May 1989 all DoD intelligence training officials met to discuss needs assessment, the first step in a systematic process under the General Intelligence Training System. In the Department of Defense military components, special emphasis is being paid to training for civilian intelligence careerists. Career development patterns are being closely examined to determine the competencies required for subsequent growth and movement within the intelligence career fields. []

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Recommendation 12 The NAPA Panel recommends that an Intelligence Community Committee on Training and Career Development be established. []

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Response: The Intelligence Community Training Director's Group is an existing body that meets for the purpose of exchanging training information and ideas. Agencies represented in this group include CIA, DIA, FBI, NSA, State, and the Defense Intelligence College. By adding a Department of Defense (C³I) representative to this group, the CPCC believes this group can serve the function advocated by the NAPA Panel. []

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Recommendation 13 The Panel supports DIA's establishment of a basic ordering contract, which promises to make the external training procurement process operate more efficiently. It recommends that the Community examine this initiative for potential use on an Intelligence Community-wide basis. []

Response: The DIA briefed Community members on their basic ordering contract procedure. It was determined that members of the Community already use this procedure when possible under the Competition in Contracting Act/Contract Rules and Regulations. []

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Recommendation 14 The Panel endorses the recent DoD/OPM proposal to lift Government Employees Training Act (GETA) restrictions and permit agencies to use external training resources more flexibly. If the executive branch proposals are not submitted to the 101st Congress, the Panel recommends that the intelligence agencies request a presidential exemption to this, as permitted in Title 5 U.S.C., Section 4102. If this is not granted and if Congress believes that restrictions should be lifted, the intelligence committees could propose a statutory exemption. []

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Response: This recommendation is by far the most important one made by NAPA affecting training and career development. The CPCC believes that exemption from the GETA will assist in recruitment, cross training (using external academic sources), and developing multidisciplined personnel. This initiative, listed as a short-term initiative in the Personnel Action Plan, will give the Intelligence Community agencies the flexibility they need to compete with the private sector for critical skills and to meet unique and growing requirements. [REDACTED]

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CAREER DEVELOPMENT

Recommendation 15 The Panel recommends that the agencies establish or strengthen, as appropriate, their career development programs. [REDACTED]

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Response: Career development programs are based on each Intelligence Community agency's career path structure and priorities for the agency and employee. Intelligence Community agencies are seeking to examine and improve these structures. For example, DIA is republishing an updated version of its career ladders this summer and will be adding a new program for clerical advancement into professional positions this fall (for those with college educations that are not directly applicable to the intelligence field). [REDACTED]

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Recommendation 16 The NAPA Panel recommends that the military departments establish within each of the three intelligence components a central capability for career development matters such as planning, providing information, consulting, and training supervisors. [REDACTED]

25X1

Response: The CPCC recommends that the military departments be provided the resources necessary to establish career development programs within each of the three intelligence components. These career development programs should include both technical and non-technical (management) personnel. Some Intelligence Community agencies have already provided DoD with information from which career development programs could be modeled.

STAFFING REDUCTIONS AND OUTPLACEMENT: ENSURING THE INVESTMENT IS WITH THE RIGHT PEOPLE

Recommendation 17 The Panel recommends that the Intelligence Community agencies, if faced with future forced staffing level reductions, cooperate to place surplus employees with another of the Intelligence Community agencies that has a need for such skills. [REDACTED]

25X1

Response: Currently, there is an informal effort to refer employees to other agencies for employment as a result of an individual's career change or other personal factors. With the creation of the CPCC and its specialized working groups, mechanisms for greater cooperation and formalized information-sharing now exist that can be used to discuss possible placement of surplus employees. [REDACTED]

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Recommendation 18 The Panel believes employees in the Intelligence Community agencies should be able to transfer from an excepted appointment status to the competitive Civil Service. The Panel recommends that the Intelligence Community Staff examine the research done to date on this issue and develop a proposal to advance it. []

25X1

Response: The DoD is currently in the process of negotiating an agreement with the Office of Personnel Management (OPM) to allow such transfer eligibility. Based on the outcome of this approach, other intelligence agencies may pursue similar parallel agreements with OPM. This is a short-term initiative in the Personnel Action Plan. []

25X1

Recommendation 19 To provide greater flexibility to deal effectively and expeditiously with overage situations, the Panel recommends that Congress authorize the head of Intelligence Community agencies to approve early optional retirement when it is considered necessary to reduce strength or when large overages occur in specific occupational skills. []

25X1

Response: For those agencies without the ability to exercise the provision of early optional retirement, additional legislative authorities will be required. The CPCC working groups will be examining this issue as a medium-term initiative. []

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Recommendation 20 The Panel recommends sharing the information on involuntary removal cases--being mindful of employee rights of privacy--with the other agencies of the Intelligence Community, perhaps in coordination with the Intelligence Community Staff. The other agencies would have an opportunity to do their own (security) risk assessment, as may be applicable. []

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Response: An informal, ad hoc mechanism for such referrals presently exists, functioning on a case-by-case basis. The creation of a more formal mechanism would require a close examination of the implications of possible personal liability of those involved in the referral process. []

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Recommendation 21 The Panel recommends that all Intelligence Community agencies without effective outplacement programs establish them, and that they look to the CIA and State programs, as well as the private sector, as models for the design of their own programs. []

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Response: Two Intelligence Community agencies with the greatest requirements for outplacement services (CIA and State) have successful programs in place. CIA is currently planning to expand its program from one to three months. DIA is considering use of State's program on a reimbursable basis for selected situations. Other Intelligence Community agencies have limited requirements and do not see a need for additional outplacement services at this time. There are several tools available within the Executive Branch to assist agencies with employees that have outplacement needs, however. []

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CHAPTER FIVE: CREATING A MORE DIVERSE WORK FORCE

Recommendation 22 Most of what the NAPA Panel believes needs to be done in the equal employment area is a question of enhanced degree of effort rather than a new activity. The Panel recommends that all intelligence agencies conduct regular analysis of retention, promotion, and training participation data. If the agencies are to retain the employees they have worked so hard to attract, they need to make concerted efforts in these areas. []

25X1

Response: All Intelligence Community agencies currently conduct regular equal employment analyses as required by Equal Employment Opportunity Commission Management Directive 714, Affirmative Employment Plan. The CPCC believes that Intelligence Community agencies are fully supportive of equal employment objectives and have a strong commitment to hire and promote minority members. []

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Recommendation 23 The Fiscal Year 1989 Intelligence Authorization Act (P.L. 100-453) requires the DCI and the Secretary of Defense to submit a report to the House Permanent Select Committee on Intelligence (HPSCI) and the Senate Select Committee on Intelligence (SSCI) analyzing each equal employment opportunity group's representation in the CIA and the NSA. The law also requires that agencies prepare a plan to address underrepresentation of any such equal employment group by 30 September 1991. The Panel supports this initiative. []

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Further, the Panel recommends that:

- this initiative be extended to DIA and the FBI;
- the Intelligence Community Staff receive and monitor these reports; and,
- these agencies share with each other their successful techniques in achieving these goals. []

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Response: The CPCC recommends that the EEOC Management Directive 714 plans prepared by each Intelligence Community agency be submitted to the Intelligence Community Staff for the HPSCI and SSCI in lieu of the special reports required by the FY 1989 Intelligence Authorization Act (P.L. 100-453). This will not only eliminate duplicative work but will also result in consistent, and therefore comparable, data. The CPCC also recommends that these reports be exchanged with the other Intelligence Community agencies; DIA and NSA plans were provided to other Community members at an EEO Officers meeting on 30 March 1989. This is a short-term initiative in the Personnel Action Plan. []

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Recommendation 24 The Panel recommends that the intelligence agencies consider some of the options recently adopted by the private sector, such as the "adopt a school" programs or agency-sponsored high school debating teams. [redacted]

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Response: The EEO Officers Group, consisting of EEO officers from each of the Intelligence Community agencies, will invite private sector representatives to discuss their EEO programs. It will be up to each agency to determine if any of these programs would be appropriate for its needs. The "Stokes" Program of tuition assistance and work experience for college students has been successfully used by the CIA and NSA. An initiative to extend the authority to conduct such a program to other Intelligence Community agencies will be pursued as a medium-term initiative in the Personnel Action Plan. A legislative proposal covering DIA had already been submitted to the Congress prior to issuance of the NAPA Report. [redacted]

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Recommendation 25 In the last analysis, the Panel recommends that top management in each of the intelligence agencies must make a sustained commitment to recruit members of minority groups and to assure that women and members of minority groups advance to top positions. [redacted]

25X1

Response: Intelligence Community agency heads are committed to minority recruitment and advancement. For example, the FBI Director recently placed the FBI Equal Employment Opportunity Office directly within his office to emphasize the importance of EEO issues. One of the best ways to improve minority recruitment is to give top management greater recruiting flexibilities in general, particularly in the areas of compensation and training opportunities. [redacted]

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CHAPTER SIX: COMPENSATION SYSTEMS FOR THE NEXT CENTURY

DIFFERENT PAY FOR WORK AT THE SAME GRADE

Recommendation 26 The Panel recommends that all intelligence agencies share their compensation approaches through the proposed Senior Coordinating Group to assure that they are not unduly competing with one another. These systems should be sufficiently flexible that the individual intelligence agencies can compensate workers at salary rates that permit them to compete effectively in the employment market. [REDACTED]

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Response: The CPCC believes the Intelligence Community agencies have been sharing compensation policies to some extent but with the creation of the CPCC and its working groups, will have an official forum in which to formally discuss these matters. [REDACTED]

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DOMESTIC ALLOWANCES AND PAY

Recommendation 27 The Panel recommends that Congress give the intelligence agencies the authority to establish domestic local pay rates (cost-of-living) for those employees who are moved at the order of the government. [REDACTED]

25X1

Response: The CPCC believes this is a high-priority issue, paralleling the consideration under way by the Office of Personnel Management for the government as a whole. This initiative, which would require authorizing legislation for agencies without such authority, is incorporated in the Personnel Action Plan as a short-term initiative. [REDACTED]

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OVERSEAS PAY AND ALLOWANCES

Recommendation 28 The Panel recommends that Section 4(2)(d) of the Central Intelligence Agency Act of 1949 be extended to permit the Director to bring all intelligence agencies' overseas allowances and benefits into alignment with those the Secretary of State establishes for US government civilian employees overseas. [REDACTED]

25X1

Response: The CPCC agrees that, consistent with individual Intelligence Community agency missions, it is desirable to make overseas allowances and benefits for Intelligence Community agencies equitable with those established by the Secretary of State. This is included in the Personnel Action Plan as a medium-term initiative. [REDACTED]

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Recommendation 29 The Panel recommends that the Intelligence Community as a whole needs to examine the overseas compensation practices for intelligence employees, including basic salaries overseas and allowances. []

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Recommendation 30 The Panel does not recommend one method (of managing overseas pay adjustments) over another, but strongly recommends that the Intelligence Community find a plan that is equitable to the employees of all intelligence agencies.

Response to #29 and #30: The CPCC agrees that it is highly desirable to provide equal pay, benefits, and allowances for like work being performed at overseas locations, not only between Intelligence Community agencies but for categories of employees within a particular Intelligence Community agency as well. This issue is of primary urgency to NSA at present. It is incorporated in the Personnel Action Plan as a short-term initiative. []

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ENHANCED PAY FLEXIBILITY

Recommendation 31 Given the success of the China Lake project, the positive views toward other demonstrations under way, and the apparent success of the pilot pay banding project at the CIA, the Panel recommends that NSA be authorized to test revised compensation systems. The Panel fully endorses recruitment, performance, and relocation bonuses. The Panel does not favor retention bonuses for individuals, although it does not rule out retention bonuses for a whole series or group of positions. []

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Response: The CPCC endorsed NSA's plans to develop a flexible pay and bonus program. CIA also has plans to extend its pay banding program to include a few more occupations. These plans are incorporated as short-term initiatives in the Personnel Action Plan. []

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Recommendation 32 The Panel recommends that, should NSA want to test the pay confidentiality concept, it be permitted to do so. NSA should carefully monitor employee perceptions of this concept and its impacts on morale. []

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Response: The CPCC believes this is an NSA prerogative and thus does not require Community action. However, confidentiality would be an automatic/integral part of any flexible pay system that does not adhere to a grade/step structure. []

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Recommendation 33 The Panel recommends that the intelligence agencies and Congress recognize that the degree of flexibility allowed in determining the distribution of a given amount of pay within a group of workers can be changed without necessarily increasing the cost overall. []

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Response: The CPCC agreed that giving line management authority the flexibility to reward and compensate employees was desirable, but expressed reservations about controls and equity. The CIA intends to

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pursue a decentralized system that will eventually give line management authority to manage their personnel and resources within specific budget constraints. CIA's proposal is included in the Personnel Action Plan as a long-term initiative. []

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BENEFITS PROPOSALS

Recommendation 34 The Panel recommends that the CIA be permitted to implement its proposed flexible benefits package, and that its experiences serve as a research project for the federal government. []

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Response: The CPCC endorses CIA's flexible benefits project and has included it in the Personnel Action Plan as a short-term initiative. []

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Recommendation 35 The Panel also recommends that the CIA carefully evaluate costs of benefits changes, especially those relating to health benefits. Cost containment on health benefits must be an important objective in the design of this program. []

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Response: The CIA agrees that program costs must be monitored and has included an evaluation of costs in its overall planning and strategy. []

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Recommendation 36 The Panel does not endorse that portion of the CIA proposal that would permit employees to sell unused leave to one another or back to the agency. []

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Response: CIA has no further interest in pursuing this initiative. []

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COMPENSATION SYSTEMS FOR THE NEXT CENTURY

Recommendation 37 The Panel firmly recommends that the Congress eliminate the pay cap and reduce pay compression at the executive levels. []

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Response: The CPCC fully endorses this recommendation, one that has been suggested on numerous occasions by other commissions studying federal personnel systems. However, the CPCC does not believe additional work in this area will be useful until the initiative is considered for the federal work force as a whole. []

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Recommendation 38 Ultimately, the Panel recommends that all intelligence agencies have the authority, similar to that of CIA, to select, appoint, and compensate staff such that they can attract and retain a high-quality work force. The Panel recommends that the intelligence agencies work through the proposed Senior Coordinating Group to develop the parameters of a common framework of authorities. []

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Response: The CPCC supports this recommendation and has included it in the Personnel Action Plan as a medium-term initiative. This proposal will require extensive study and analysis before the potential impact of these new authorities can be fully understood. []

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CHAPTER SEVEN: COORDINATING HUMAN RESOURCE POLICY

Recommendation 39 The Panel recommends establishing a Senior Coordinating Group as the option which best ensures that the Intelligence Community has an integrated approach toward HRM change while leaving the responsibility for assessing the potential impacts of change where it belongs--with the intelligence agencies. []

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Response: The Community Personnel Coordinating Committee (CPCC) has been established and has approved a Personnel Action Plan outlining short-, medium-, and long-term personnel initiatives proposed by the Intelligence Community agencies or developed as a result of the NAPA study. The CPCC is supported by specialized working groups that examine Community personnel initiatives at the working level and make recommendations to the CPCC. The CPCC consists of the personnel directors of CIA, NSA, DIA, DoD, FBI, and INR and has met twice since its inception last March. []

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Recommendation 40 The Panel recommends that the intelligence agencies keep the congressional committees apprised of major issues which may give rise to important changes in HRM policies. []

25X1

Response: Better communication with the congressional committees will be greatly enhanced by better coordination and understanding of personnel issues within the Community. Coordination and appraisal of personnel initiatives will improve as Intelligence Community agencies, at both the CPCC and the specialized working groups level, cooperate and learn from each other. []

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Recommendation 41 The project staff offers the following recommendations, which it believes can be achieved if Congress and the intelligence agencies work together:

- 1) Determine whether there is a need for additions to compensation for Intelligence Community employees assigned overseas.
- 2) If this can only be determined with input from technical studies, these should be commissioned by the Senior Coordinating Group (recommended in the NAPA Report) or another Community-wide entity. Any such studies should consider the differences in rank-in-person and rank-in-position classification systems.
- 3) When contemplating pay adjustments for their organization or groups of employees within it, Intelligence Community agencies should assess the impact these will have on other intelligence agencies.
- 4) The congressional intelligence committees can best oversee Intelligence Community agencies in their efforts to coordinate overseas pay by examining broad issues--such as relative change in agency payroll--rather than individual decisions. []

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Response: These suggestions will be addressed in the course of examining the NAPA Panel recommendations or as a result of the CPCC coordinating mechanism. The CPCC did not see the need to conduct further technical studies of overseas benefits, however.

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RECOMMENDATIONS FROM NAPA'S CASE STUDY
"INTELLIGENCE AGENCIES' ACTION RESULTING FROM THE
FOREIGN SERVICE PAY INCREASE OF 1980

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- 3) When contemplating pay adjustments for their organization or groups of employees within it, Intelligence Community agencies should assess the impact these will have on other intelligence agencies.
- 4) The congressional intelligence committees can best oversee Intelligence Community agencies in their efforts to coordinate overseas pay by examining broad issues--such as relative change in agency payroll--rather than individual decisions.

Response: These recommendations are similar to Recommendations 28, 29, and 30 in Volume I of the NAPA Report. They will be considered in conjunction with the overall examination of Intelligence Community overseas pay policies, listed in the Action Plan as a short-term initiative.

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